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ABSTRACT

Papers on official publications (government documents), automation, and electronic publishing, which were presented at the 1983 International Federation of Library Associations (IFLA) conference, include: (1) "The Automation of Documentation as It Relates to Official Publications and Its Importance in a Developing Country" by Ahmed Fassi-Fihri (Morocco), which describes the planned development of a decentralized computer system at Morocco's National Centre for Documentation; (2) "Electronic Publishing: Impact on Libraries," in which David Russon (United Kingdom) outlines types of electronic publishing and its impact on library equipment purchases, library staff, access to information, archival practices, copyright, and related issues; (3) "The Computerization of Administrative Documents in France and Citizen Information," in which Pierre Pelou (France) outlines the conceptual framework of the computerization of French government activities, the categories of telematically available data, and foreseeable data processing developments in the field of information; (4) "Use of International Documents in Developing Countries," a report by Luciana Marulli-Koenig on a survey of libraries and users in Colombia, Malaysia, and Morocco in order to determine the impact of literature produced by United Nations organizations and the effectiveness of their dissemination and bibliographic control practices; and (5) "Amtliche Veroffentlichungen in der Bundesrepublik Deutschland" (Official Publications in the Federal Republic of Germany) by Siegfried Detemple (West Germany--paper in German). (ESR)

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The automation of documentation as it relates to official publications and its importance in a developing country

by

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Libraries in a technological world

"The automation of documentation as it relates to official publications and its importance in a developing country"

Ahmed Fassi-Fihri, Director of the National Centre for Documentation, Morocco

In a developing country official publications have a particular importance because the majority of scientific and technical research is supported and financed by the state in whole or in part, even if carried out by institutions in the private sector.

But what is an official publications ? The problem of defining them in the context of developing countries was discussed at length by a Colloquium on African Government Documents organised in Tangier in 1978 by the Centre Africain de Formation et de Recherches Administratives pour le Développement (CAFRAD), where the experts present defined them as all documents produced by or for the government or its institutions, that is to say financed, published or reproduced or distributed by or for the government and its institutions.

This is a broad definition. It brings in the underground literature produced by the offices of all government bodies, which is particularly important for research in the case of the major technical departments responsible for instance for planning, agriculture or energy. It affects all aspects of a country's development.

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Given this definition, these publications, which appear in many formats and are most often produced only in a limited number of copies and distributed to the labyrinth which in any country is its government, are almost always difficult to identify.

Unfortunately we do not possess Ariadne's key, and in acquiring them we have to be content with certain specific legislative provisions.

Legal deposit laws have usually been designed to ensure the deposit in libraries of printed and commercially published materials, and cannot be applied to the underground documentation produced at government level for a small number of users. Its handling and collection are more the business of documentation centres than of libraries.

In this respect the experience of Morocco is important. The General Library has enjoyed legal deposit of printed works since 1932, but it found the creation, in 1968, of supplementary machinery, in the shape of the Centre National de Documentation, indispensable for national development. From the start the Centre has been provided with all the means to acquire, handle and store this kind of document. In fact, information was being lost as a result of the dispersal of government offices and documentation units and the almost complete absence of communication of information between the different cells. The situation was aggravated by changes and reorganisation of personnel at independence. Not only was this information not made to yield a return; on top of everything else

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technical research was being repeated which had already been done, some of it at great cost. It was discovered that it was useless to think of serious planning at the national level without the maximum of information on all aspects of economic and social development to support it.

The law which define the rôle of the CND, as revised in 1980, in the first Article states its main task as being "to collect, select, classify and index all documentation concerning the economic and social development of the Kingdom, particularly in the areas of science and technology, whether its provenance is from government offices, local organs, public sector institutions or bodies in the private sector wholly or partly financed by the state, and all similar documents or studies published internationally". The next Article rounds it off by obliging these same institutions to ensure that the CND from time to time receives "one copy of all studies concerning the economic and social development of the Kingdom, whether printed or not, carried out or commissioned by them, always excepting documents of a confidential nature".

Armed with this law, whose provisions could not be confused with those of legal deposit, the CND was able to act. Problems of acquisition are still not all solved. (They are eased at the same rate at which young professionals trained at the School of Information Science set up in 1974, are recruited to the different government information units.) Nevertheless more than 100,000 documents have been dealt with up to the present: retrospective and current indexes with abstracts have been published, and the documents themselves on microfiche can be consulted at the CND Question-Answer service.

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This far-reaching achievement would not have been possible or perhaps even considered, without the technical revolution which information science as applied to documentation has brought to our profession, nor the wonderful storage medium which is microform. The dissemination of information was to take on a completely new dimension thanks to the intervention of telecommunications into our everyday life.

CND having been brought on to the scene and rendered operational by two studies (of FAO and Unesco), the first guidelines necessary for the inclusion of data on the national file were developed, initially from models devised by FAO and adapted for the country, and in particular with relation to a multidisciplinary indexing vocabulary.

Technical developments, the setting up of regional and international networks for the transmission of information, and the recognition of CND at the national level as an essential tool for development and research, have all led to modifications and improvements to the existing system. This has meant improvements in compatibility, and playing a part in the policy of regional decentralisation of the government.

The installation of a telecommunications terminal at the end of 1975 which links CND to the international data-base of the European Space Agency gave the Centre and its users the opportunity to experiment (successfully) with the new technology by applying it to the transmission of data nationally.

The acquisition of an HP 3000 mini-computer at CND in 1980, in the context of a project, called MINISIS-MAROC, of the Centre des

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Recherches pour le Développement International (CRDI) was a decisive step for the network of scientific and technical information in the country, because the new equipment made possible on-line access to the MARBIB file of data on the country throughout the nation. At the same time, telecommunications terminals were installed in the seven economic regions of the Kingdom, in institutions of research and higher education, in fact anywhere in the public or private sectors where the case could be made out. The same terminals provided access to international data-bases of the European Space Agency through the intermediary of CND. This programme is now being carried out. Terminals have already been installed in the towns and major institutions of the country, and there will be the first appraisal of their use at the end of this year.

This new departure will make possible in the near future a switch from the present system of data handling, where all operations are carried out by CND, to a system that is decentralised not only at the level of output but also at that of input. Input of data originating in the country will be carried out at regional level, which will provide access to the great number of documents that are produced and archived there and at present may escape our collecting activity.

In a technical sense, this decentralised data system could be come reality today; but here we come across a problem that is particularly prominent in developing countries - that of professional training. Our system could not have been brought into operation so quickly without the creation of the School of Information Science, which provides specialist training to two levels - baccalauréat plus three years of study or first degree plus two years - and teaches both

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traditional and computerised methods of data processing. Even so, having been opened in October 1974, this School is only ten years old. The first qualified graduates were quickly taken up, first by the CND, then by the central documentation units of the major government departments, and the faculty libraries of the Ecoles Supérieures, etc., where a great deal of work in inventorying and reorganising has been asked of still untried young people.

We should therefore be patient about launching union catalogues of books and periodicals, and the decentralisation of input planned in our programme of action. They can only be realised after the appointment of qualified staff over the whole of the network.

It is impossible to stress too much the importance of the human resources on which the effectiveness of new technology in documentation depends.

Data entry and information searching on computer demand great precision of thought and a certain intellectual agility on the part of both indexers and users. Not all operators can be equally effective in this work, and we are still bringing to light many imperfections, even though we have been careful to recruit the best of our young specialists. Experience comes with time. New technology is demanding and claims the best efforts of responsible officials as well as users. All the same, these very efforts are instructive, and we have already noticed that the regular users of CND now formulate their questions which much greater clarity and precision than before - something which I consider to be at

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least as important as the quantities of data we can provide by the minute, because it is a very positive sign for the development of our country. Is not the development of the intellectual abilities of all our citizens the most important development of all ? The use of new tools allows us to exercise some of them - those of analysis and synthesis - and we cannot but take pride in this !

I feel it is essential for developing countries to jump aboard, and that the time has come for them to join the great movement of exploitation and dissemination of information which is the characteristic of our times.

The exploitation of this information is beginning to be recognised as essential to the country's future, for it alone can allow us to see the nation's potential, and understand all that is going on, and it alone can be the basis of planning and the creation of a truly national system of education and research. Only the new techniques of documentation that are now at our disposal can handle the great variety of data produced at the national level, concerning all aspects of life.

In any case, the great financial commitment which this investment represents for states of which the majority have to face great economic and social problems can only yield a return if there is a commitment at the same time to the training of specialists and support in the form of legislation designed to suit the new parameters within which our profession works nationally and internationally.

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Electronic Publishing: Impact on Libraries

by

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ELECTRONIC PUBLISHING: IMPACT ON LIBRARIES

D Russon, British Library Lending Division.

Introduction

The use of non-print media for conveying information is not new. Audio-visual materials have been used for many years either as a supplement or as a substitute to print on paper. The extent of the use of such media has varied with the subject matter and with the intended audience and, in line with this, the impact of such media on libraries has varied with the type of library and the population served. Some have been able to fulfil their functions quite adequately without need to collect or make available such materials; others have had to make substantial provision in order to meet fully the needs of their clients. Microforms have also been used in place of print on paper and their impact has varied from library to library; but few have been able to ignore this medium entirely. So it will be, I suggest, with electronic publishing.

Types of electronic publication

A recently released, though as yet unpublished, report of a Working Group on the Impact of Electronic Publishing set up by the UK Library and Information Services Council distinguishes between two types of publishing:

a) fully elctronic publishing where a unique electronic document is created which may never appear in print, and

b) parallel publishing where an electronic copy of a conventionally printed and published text is created.

The electronic version can be made available in different ways:

Centralized distribution, available on-line through one (or at most a few) services, or

Decentralized distribution, with potentially large numbers of electronic copies being sold or leased to customers for use on their own premises using their own equipment.

We can also envisage arrangements which will not fall neatly into these two categories. The Pergamon Video Patsearch is an example of a system combining centralized distribution of the bibliographic database with decentralized distribution of the video disc carrying diagrams from original patents. The UK report refers to these as hybrid systems.

Parallel publishing, centralized distribution.

In this case an electronic copy of the full text is created at the same time as the hard-copy publication and made available on-line. In many instances the electronic copy will be generated as part of the production process of the conventional publication. This is directly analogous to the present widespread practice for secondary publications which are made available on-line as well as in printed form. For these services libraries now have a large body of experience to help decide when to purchase in hard copy form in anticipation of use, and when to access the data bases as required through the on-line bibliographic services. In recent years secondary publishers have seen a gradual decline in their hard copy sales which has been compensated for by increasing revenue from on-line sales. Many are now reaching the stage where half their revenues result from data base use.

Some primary publishers are now beginning to make their full texts available on-line although, because of present technical limitations, these are restricted to textual material only and cannot handle, or cannot handle easily, diagrams and half tones (however, tables can be included).

Much of the material available on viewdata and teletext systems are parallel publications although some is unique and falls into the category of fully electronic publication.

Parallel publishing, decentralized distribution.

This would be the electronic analogue of the microform copy. As with microform, the format of the electronic copy might vary from publisher to publisher. It might be a floppy disc, a video disc or a digital optical disc. The libraries consideration in deciding whether or not to buy the electronic copy or the hard copy would be similar to those now made in deciding on microform purchase. Basically, is it more convenient, cheaper, or more useful in the unconventional form?

Electronic publishing, centralized distribution.

This is already being done with presently available teletext and viewdata systems and many libraries already have experience of this type of electronic publication, and more will be gaining experience in future as the information content of these systems becomes greater and more useful.

Electronic publishing, decentralized distribution.

This is the electronic equivalent of the unique microform publication. It could be a particularly attractive medium for publications which are bulky and which would benefit from the flexibility of search and display which the electronic medium provides. One recent interesting example of this type of publishing has been announced by Her Majesty's Stationery Office (HMSO) in the UK. It is planning to launch a series of 'Business Data Packages' on floppy disks. In announcing the packages HMSO have said 'this represents a new departure in government publishing. The data is currently available only in fragmented form from a number of diverse sources.'

Impact

As I have already said, the impact will vary greatly from one library to another although it is highly unlikely that any library will be able to ignore the existence of electronic publications completely and for some libraries, particularly those in areas where electronic publication could bring significant benefits (eg. where up-to-date information is of high value, or where it needs to be manipulated for maximum advantage, or where sophisticated search techniques are important) there could be substantial benefits and considerable impact.

Whatever the scale of a library's involvement much of the nature of the impact will be common.

Equipment: Libraries will need the appropriate equipment to retrieve, view and print documents stored in electronic form. For centralized publications

available on-line, this may be no more than a terminal and printer of the type currently used for searching on-line bibliographic databases, but special terminals and printers could be necessary if the system embodies special features. A plethora of devices could be required to read decentralized electronic publications. In the longer term the market place will determine which media and formats become accepted and commonplace but librarians, as customers, could do much to speed up this process by sharing experience with one another and ensuring that there is a very positive feedback to publishers and suppliers. In this way it should be possible to bring about a sufficient degree of compatibility and standardization in the production of the publications without placing undue constraints on their development and use.

Cost: Equipment must be bought and, once bought, maintained. Libraries will be devoting a greater proportion of their budget to equipment (and telecommunications) in the future.

Staff: Librarians will need to be aware of the availability of electronic publications and assess their suitability for acquisition or access. They will need to be familiar with the appropriate equipment and systems. Experience with the present on-line systems tells us that 'user friendliness' is more often spoken of than achieved and this will no doubt continue to be the case during the early years of electronic publication. This implies that some librarians will need training to develop special skills in handling and exploiting electronic publications. Some will need to involve themselves in training their users. The Library Schools will have an important role to play in this so that the future generation of librarians is at ease with the new media.

Pricing: Once a book or journal is bought it belongs to the library for all time and it is normal for it to be consulted or borrowed by users free of charge. It seems unlikely that it will be possible to buy electronic publications under the same terms unless there is a determined and concerted approach by customers (ie. libraries) to achieve it. For electronic publications supplied centrally the publisher or supplier will probably seek payment which in some way reflects use. Decentralized publications may be bought outright, or leased for a finite period with a royalty payment required for each unit of use. In each of these cases the librarian will need to decide if charges are to be passed on to users. Financial constraints might require a limit to be placed on access to certain expensive sources unless users are prepared to pay. Librarians will be forced to think hard about pricing policies in the light of these developments.

Access: The major and most important impact of electronic publications on libraries (and more importantly on library users) should be the increase in the accessibility of information which will make it easier to gain quick access to a wider range of information. It could be argued that in the longer term this will reduce the need for libraries and librarians because the user will himself have greater access to information in the home, office, and laboratory. Why travel to a library when the information can be found by consulting a terminal on the desk?

Conservation: New media will provide alternatives to paper and microform for long term storage, but more research will need to be done and more experience gained before we can say which medium is going to prove to be the best in given circumstances.

Space saving: Electronic storage is very compact and will be valuable in reducing the need for scarce and expensive storage space, and one factor which librarians will consider when deciding between parallel conventional and electronic versions.

Archive: A major question facing all libraries is how electronic publications are to be archived. For non-print media generally there has been slow and patchy progress in ensuring that 'publications' (in their broadest sense) are archived for future generations. For example, there is as yet no legal requirement in the UK for microforms to be subject to legal deposit. Should steps be taken now to ensure that electronic publications are archived? Given the problems outlined above of handling a large variety of formats and media, the practical considerations of archiving are far from trivial and have so far received little thought.

Who, if anyone, is going to take responsibility for providing access to electronic publications which have ceased to be commercially viable?

Bibliographic control: If full advantage is to be taken of electronic publications a system of bibliographic control will need to be developed to help libraries and end users discover their existence.

Copyright and control: Publishers and suppliers will be concerned to keep control over their publications which, in electronic form, will be very amenable to copying. Libraries and suppliers will need to agree mutually satisfactory terms of access, and copyright laws may need to be broadened to include the new media.

It is the resolution of these last three issues in particular: archives, bibliographic control, and copyright which will determine the longer term impact of electronic publishing in libraries. Librarians need to be thinking about these issues now and opening up a dialogue with publishers and suppliers so that the issues can be fully aired and as many problems as possible anticipated. The market place and the user will determine finally the scale and nature of electronic publishing but research programmes involving publishers, librarians and users, if properly constructed, could do much to shorten the 'learning curve' and smooth the path for the introduction of electronic publications into libraries.

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THE COMPUTERIZATION OF ADMINISTRATIVE DOCUMENTS IN FRANCE AND CITIZEN INFORMATION

by Pierre PELOU

Head Librarian, Documentation française

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THE COMPUTERIZATION OF ADMINISTRATIVE DOCUMENTS IN FRANCE AND CITIZEN INFORMATION

by Pierre PELOU

Head Librarian, Documentation française

In France, the State produces far more data banks than does the private sector. Very early onwards, French government services became a testing ground for pilot projects, so-called model operations, which were to provide the basis for the original and reliable products of today.

A 1982 survey carried out by the Groupement français des producteurs de bases et de banques de données (the French Group of Data Bank and Base Producers) showed that out of the 75 marketed data banks, 28% pertained to the social sciences, 28% to economics, and only 35% to scientific and technical information, in the narrow sense. (1)

This trend is reflected in the French administration, albeit with an emphasis on administrative, political, legal, economic, and social data.

This paper deals successively with the three following themes : the conceptual framework of the computerization of France's administration, the categories of telematically available data, and the foreseeable developments of data processing in the field of information.

1. The Conceptual Framework of the Computerization of France's Administration

The computerization of information destined to the various branches of the French administration began in the wake of management concerns for libraries and other establishments. In our particular field, a distinction must be made between library science computerization on the one hand, and the production of data banks on the other, for each involves a different approach and obeys its own set of rules.

Library science computerization was primarily designed to meet the specific needs of the library and consequently, of the librarianship community as a whole. Conversely, producing data banks involves the reverse operation of creating information systems for a specific group of users, and not a priori automating an existing library holding. Data banks belong to the information market, unlike the computerizing of our libraries, save a few exceptions. Union catalogs and integrated data processing systems applied to library holdings and management gave rise to a type of library science management software that differs from data search and retrieval software. There lies the source of the present ambiguity of opting for multifaceted systems able to perform both sorts of task. Such is the characteristic difference between software of the MEDICIS or SYBILL type on the one hand, and QUESTEL or JLB Doc on the other. Although the French authorities are now headed towards a fusion of the two types of software, I nevertheless feel that we should be wary of the protectionism which pervades data processing in our libraries, and of the perfectionism of librarians which has always caused us to be bypassed by major national and international projects.

I shall be discussing the production of data banks in the French administration alone, with an emphasis on the computerizing of administrative documents in the context of the French legislative and executive branches.

Although the public sector developed most of the data banks produced in France, the number of data banks granting access to actual administrative documents is still limited. The Secrétariat général du gouvernement (General Secretariat of the Government) along with the Documentation française and the Service du fichier législatif (Department of Legislative Files), and the Parliament along with the National Assembly and the Senate have designed data banks for citizen information. In addition to the legislative and executive branches, the Bibliothèque nationale (National Library) has also taken original steps to computerize official publications, as have the Commission de coordination de la documentation administrative (Administrative Documentation Coordination Commission) and the Direction générale de l'administration et de la fonction publique (Bureau of the Administration and the Civil Service) of the Ministry under the authority of the Prime Minister in charge of the civil service and administrative reform.

All of these aforementioned bodies collaborate to a greater or lesser extent in gathering data in the administrative, political, legislative, economic, and social spheres. Their documentation work supplements the legal documents compiled by the CEDIJ, Sydoni and Jurisdata, the economic documents of the INSEE and the CEPII, and the political, social, and economic documentary work of the CNRS and the Fondation nationale des sciences politiques (National Political Science Foundation).

Both formal and informal structures have been established in France in order to set up relatively coordinated policies in the field of administrative computerization. Such is the case within the Secrétariat général du gouvernement, between the Senate and the National Assembly, and in the SPES group (Sciences Politiques Economiques et Sociales = Social, Economic and Political Sciences) which informally unites the INSEE, the CNRS/CDSH, the Fondation nationale des sciences politiques and the Documentation française.

2. The Categories of Administrative Information

Rather than dwell upon the documentary output of the French administration, I shall describe the various categories of administrative information available to the general public in France, so as to paint a truer-to-life portrait of France's present situation. There are four main categories of administrative data : administrative production stricto sensu, legal data production, political data production, and current events data production. These four categories of information all converge upon a single goal : informing citizens and users of public services.

2.1 Administrative Production

Since 1970 the Documentation française, Direction du Secrétariat général du gouvernement (Prime Minister) has been developing bibliographical and textual data banks on French political, economic, and social information. These data banks belong to a body called Banque d'information politique et d'actualité (BIPA) (Politic and Current Events Data Bank). One of these banks, the LOGOS data bank, includes a section entitled BIBLIOS which contains a selection of French administrative publications. Over 3000 documents are recorded every year in this data bank and processed bibliographically. Approximately 50% of these documents are put out by the Documentation française which also publishes numerous official reports, several periodicals, and distributes on behalf of other government services various monographs and periodicals pertaining to government activities. After sorting through the bulk of all the various documents published by the ministries and public services, approximately 50% are recorded, most of which are official reports, articles from periodicals, and grey literature reports.

The documents recorded monthly in the LOGOS/Biblios bank are summarized in short abstracts and analyzed by descriptors corresponding to a thesaurus that is shared by all BIPA data banks. As other BIPA data banks,

LOGOS/Biblios can be accessed on line via the Télésystèmes Questel host computer, using QUESTEL software. Moreover, the Documentation française publishes a monthly Bulletin signalétique d'information administrative (Descriptive Bulletin of Administrative Information) which is an exact copy of all the data recorded in BIBLIOS over a one-month period. It is laser-printed following data base output processing on a BULL Mini 6 minicomputer. Cumulated indexes are published yearly and include all the indexes of the issues published during the year. (2)

Moreover, the Documentation française has developed a factual data bank jointly with the Commission de coordination de la documentation administrative (CCDA) within the framework of the administrative departments under the authority of the Prime Minister. This data bank was named HELIOS and it includes information on all the Documentation Centers of the French administration, indicating in full length text the features and documentary capacity of each Center. Here again the Documentation française publishes a programmed photocomposition data base output guide showing the actual state of the data bank at any given time : Guide des centres d'information et de documentation de l'administration française (a Guide to France's administrative documentation and information Centers). (3)

2.2 Legislative and Parliamentary Production

Parliamentary data processing in France has made great strides over the past few years. Both the National Assembly and the Senate have contributed to the development of parliamentary data banks. They are "the co-producers of the SEANCE and INTERVENTIONS data bases on parliamentary activities, the QUESTIONS data base devoted to Senators' and Representatives' questions, both written and oral, of TRIBUN, a public information file on parliamentarians, of PARLEMENT, a bibliographical data bank on parliaments and the French Parliament in particular, and CONSEIL CONSTITUTIONNEL data base."(4)

Although the access techniques and projects of the National Assembly and the Senate differ, parliamentary data processing cooperation nevertheless remains the driving force of French legislative data bank production and the lifeline of cooperation with other bodies such as the Secrétariat général du gouvernement or the CEDIJ, for example.

"Every year the National Assembly and the Senate publish a considerable quantity of documents on parliamentarians' words and deeds, the work of various commissions, questions asked, published reports, etc... For over a century now the archives departments of both bodies have been drawing up analytical tables (Name Table, Table of Contents, Table of Questions) of these documents. The very first search and retrieval data bases were set up on the basis of chese Tables, in collaboration with the CEDIJ. Consequently they mainly involve documentary data processing. However, the phrase "parliamentary data processing" was chosen so as to better illustrate the fact that the entire spectrum of parliamentary activities had been computerized. The objective is to provide both Senators and Representatives with information on the Parliament's work, and special assistance for budget meetings, the passing of bills, and control procedures. Parliamentary data processing involves computer aided decision-making". (5)

The QUESTIONS data base is the brainchild of both the Senate and the National Assembly. It includes all questions, both written and oral, as well as questions put to the government along with their corresponding ministerial answers. Each year, 15 000 written questions are submitted to both bodies. This bibliographical data bank contains a brief analysis of the question as well as headings determined by a classification system per theme that is common to both bodies, thereby reflecting the priorities and concerns of officials and ultimately, those of the voters. This bibliographical data bank is the vital link between the executive and legislative

branches. It includes what Mr. VILAIN has called the jurisprudence of various ministries on myriad topics, both general and specific. The Secrétariat général du gouvernement has naturally turned to this data base for the follow-up of questions put to the ministries. Cooperation with the Parliament for the purpose of developing a common production tool is now being considered. With the computerization of official gazettes now underway, it will soon be possible, amongst other things, to display the unabridged text of ministerial answers and their corresponding identification references on the screen of the terminal.

The two bodies continue to pool their efforts, although since 1982 they have embarked upon different paths, which stems primarily from the very nature, role, and purpose of each body. This has given rise to the twofold aspect of French parliamentary data processing today.

The French National Assembly has developed two data banks : QUESTIONS and PROCESSUS. The QUESTIONS data base for Representatives became operational on April 2, 1978. The QUESTA 6 data base for the 6th Legislature and QUESTA 7 for the 7th Legislature now being set up, are distributed by the Télésystèmes QUESTEL host computer. Updating occurs within 72 hours after questions are published in the Journal officiel (official gazette). Programmed photocomposition data base output Annual Tables of Questions are issued every year. The PROCESSUS legislative data bank includes references of the total number of texts submitted to or examined by both bodies since July 1981, as well as a progress report on legislative procedure. This data bank has been distributed by the Télésystèmes QUESTEL host computer since May 1, 1983 under the name PROCESS, and it is updated on a daily basis. It has proven an excellent supplement to the LEX data bank developed by the Secrétariat général du gouvernement and pertaining to promulgated laws and their enforcement.

The Senate has developed similar types of data banks. However, search and retrieval are carried out via the G-CAM host of the Caisse des dépôts et consignations, according to a long established tradition of co-operation with the CEDIJ.

In addition to the QUESTIONS data bank, the Senate has developed two other original banks : the SENA data base, and the SINT data base. The former deals with the parliamentary work of the French Senate. Since 1978 it has included references to the texts submitted to the Senate and their due process, report summaries, commission meetings, and analyses of successive debates in the Senate. Since the beginning of the 7th Legislature there has been a "due process document" describing, in free text, the due process of the text before both bodies. The SINT "INTERVENTIONS" data base contains analyses of Ministers' and Senators' addresses made during Senate public sessions since April 1978. This data base makes it possible in particular to retrieve data of a political nature, for example the addresses made by a given political group or by Representatives of a given constituency. It also provides parliamentarians with an overall assessment of their work". Search and retrieval are carried out on line, and a photocomposition copy of the Name Table of the debates can be obtained.

Beyond these developments initiated by the French Parliament, the Secrétariat général du gouvernement has set up a data bank named LEX on the basis of the legislative file, and it is distributed by Télésystèmes QUESTEL. This bibliographical data bank supplements parliamentary data considerably in providing end users with information on the bills passed by the Parliament and law enforcement texts adopted by the government.

2.3 Political Production

The French Parliament supplies information of a political nature which is supplemented by recorded politicians' and trade unionists' statements, ministries' official communiqués, and a chronology of France's foreign and domestic policies. The Documentation française is extremely active in these three fields, within the framework of BIPA.

Indeed since 1974, BIPA has been developing political information as a supplement to administrative information in its LOGOS data bank. Statements made by the President of the French Republic, by government officials, by trade union or political party members are systematically recorded. All statements by the President are recorded in their entirety and in full length text, while others are bibliographically and selectively recorded. In addition to the field covered by LOGOS/Déclarations, LOGOS/Communiqués has recorded in full length text every official communiqué made by the Conseils des Ministres (the Cabinet) since 1974, as well as all of the official communiqués of the President of the French Republic, the Prime Minister and the Minister of External Relations since 1983. Last but not least, LOGOS/Chronologie completes the tripartite LOGOS data bank : it records in full length text chronological dispatches on political, social, and economic life in France. Developed by a team of specialized chronologists, this chronology is based on information in the press provided by AFP (Agence France Presse) or national dailies. It may be viewed as the referential cement of BIPA's entire political sphere, thereby contributing immensely to its originality.

This political data is distributed by Télésystèmes QUESTEL, and by the G-CAM host computer in full length text under the name SAGA.

2.4 Current Events Production

The three aforementioned types of information are reflected in the daily and weekly press, their true mirror. For the administration is by no means the heart of press production, nor should it overstep its role and infringe upon the latter's. However, more and more establishments and services are drawing up their own so-called press files that are truly original documentary tools, thereby increasing the value of traditional information, especially in our field, i.e. libraries and documentation centers.

Besides the Agence France-Presse and the Documentation française, there are as yet no true press data banks in France. Various projects are being studied by Le Monde, Les Echos, and Ouest-France, but a concrete and marketable proposal has yet to emerge.

In 1980 the Documentation française decided to computerize its press files and developed Papyrus as part of its LOGOS data bank. Papyrus includes a selection of the factual political, economic, and social data in the national daily and weekly press. LOGOS/Papyrus is a bibliographical data bank and an automated documentary tool that compares favorably with Grüner und Jahr's achievements in Hamburg, or the Daily Mirror's in London. It provides a selective representation of trends and public perception of national issues.

This extensive data has gradually given rise to an original administrative information system including administrative, legal, parliamentary, current events, and political dimensions, which have all been merged into a conversational data system allowing every citizen to retrieve data via Télésystèmes QUESTEL or G-CAM host computer centers through data transmission networks such as TRANSPAC or EURONET.

In a meeting of professionals such as this, throughout debates which focus on technology, we cannot fail to see that computer science and telematics have allowed us to strengthen and further develop long-standing cooperation, and have endowed us with a wide array of myriad diversified data.

3. Future Goals

Swept by a rising tide of data banks, various establishments are now designing their own data banks. Although the world economic crisis has dealt a slight blow to data professionals, it has also paradoxically boosted the development of ever more numerous projects. Information which is western industry's new raw material, has been winning over ever-increasing scores of followers. International competition has given birth to ambitious programs, but also to realistic ones. If costly automated data systems are to become profitable, they must enter the market which is emerging today. Are there too many data banks and host computers in France and Europe today ? Should the public sector continue to lead the way ? Will competition restructure the market, if not dramatically curtail it ? These are but a few of the questions we must face in the short or medium run.

The French administration has organized its own data bank production. Due to the high cost of data banks, programs must be streamlined. Data duplication, very often the crux of free competition, will dwindle. If France is not yet willing to develop an information plan comparable to Japan's Science and Technology Agency plan, or the Ministry of Education's, then a slower pace and fewer achievements are to be expected. Data bank producers now need the type of cooperation that has always existed among libraries in the form of union catalogs and shared cataloguing. We may now be witnes-

sing the dawning of new methods, new protagonists, new techniques.

3.1 New Methods

The public sector supports national efforts to streamline data production, dissemination, and use. It supports production by encouraging joint ventures and cooperation. Dissemination of information is supported by substantial aid granted by the government to the top-ranking French host computer, Télésystèmes QUESTEL, and through a policy of clientele-specific dedicated thematic hosts. Data bank use has been boosted by installing terminals throughout the country, by simplified access procedures, and stepped up training for intermediate and end users. New relay centers now make data available to companies and commercial establishments.

3.2 New Protagonists

The ranks of information veterans such as the Documentation française, the Parliament, and the INSEE, are now being joined by new protagonists such as the Bibliothèque nationale, the Mission permanente:rénovation et prospective administratives (Permanent Mission for administrative renovation and forecasting), the CESIA (Centre d'études des systèmes d'information des administrations = Center for Administration Data Systems Study). The Bibliothèque nationale, with the assistance of the Mission à l'informatique (Data Processing Mission), has designed a masterplan for the creation of a national bibliographical data base. The "fichier bibliographique des imprimés" (bibliographic file of printed matter) will include the monographs file and the serial publications file, the latter comprising French official publications thereby contributing directly to the Documentation française's LOGOS/Biblios in which the Bibliothèque nationale also participates. The Ministère chargé de la Fonction publique et des réformes administratives (The French Ministry of the Civil Service and Administrative

Reform) has recently set up 8 A.V.S. Centers (Administration à votre service = the Administration at your service) that opened towards the end of 1982 in the Pas de Calais, the Drôme, the Sarthe, and the Essonne departments. This operation was set up for the two following purposes : to make government services readily accessible to citizens and users, and to open up new channels of communication between the administration and citizens and users. A.V.S. Centers have been set up in prefectures and sub-prefectures to meet the data requirements of companies, local officials, and citizens as a whole. (6)

The Centre d'études des systèmes d'information des administrations (CESIA) has been closely studying a number of current projects aimed at developing data banks for the general public, such as the CLAIRE project in Grenoble where data is made available in videotex format to citydwellers, and "droits et démarches" (Knowing and getting your rights)- a follow-up project of the Télétel 3 V experiment in Vélizy- now being jointly carried out by the CESIA and the SID (Service d'information et de diffusion des Services du Premier Ministre = Information and dissemination department under the authority of the Prime Minister). (7)

3.3 New Technologies

New methods and new protagonists will lead to new technologies adapted to future needs. The age of data limited to specialists and intermediate users alone is now drawing to a close. The end user has become the new target, as testified by the surge in microcomputers and professional and home videotex.

In this light the projects of the Documentation française and the French Parliament do indeed converge. The former, with the collaboration

of CESIA, is currently carrying out a preliminary study on a project to provide the Répertoire permanent of the French administration with a videotex format. But who are the dramatis personae of the French administration and what roles do they play ?

On November 30, 1982, the National Assembly decided to set up a parliamentary telematics network so as to establish a permanent link between the Palais Bourbon where the host computers are located, and the constituencies where MINITEL videotex terminals are to be gradually made available to Representatives.

This new type of data system has been experimental since April 2, 1983, involving approximately 60 Representatives since June 1983. It offers four types of services : a "telematics serial" service providing the National Assembly's agenda and schedule of meetings, and information on budget debates ; a "telematics directory" of National Assembly Representatives, groups, and services ; a "documentation" service which is largely made up today of legal, economic, and social data ; and an "electronic message storage and forwarding system".

At the same time a new technological generation is being ushered in : experimental data storage on videodisks and numeric optical disks replacing current data bank connections with microforms are scheduled for the near future. Videography, text, fixed image, and microfiche digitizing have given rise to considerable hope within the French administration whose unflagging goal it is to make decentralized information readily accessible to the public at large.

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Use of International Documents in Developing Countries

by

Luciana Marulli-Koenig

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CONTENTS

Introduction	1
Methodology	1
Libraries surveyed	2
Acquisition	4
Sources	4
Level	5
Method	5
Depository Libraries	5
Processing	7
Maintenance	7
Bibliographic control	7
Access	10
Users	10
Use	14
Inter-library loan	17
Conclusion	18

Introduction

The documentation of the United Nations system of organizations forms an important component of the international information network. It covers a variety of fields and can be used in research, teaching, policy-making and decision-making.

Much of the literature produced by the organizations of the UN system is directed to assist developing countries in their evolution. However, little in-depth information exists as to the availability and, above all, the use of that documentation in those countries.

To attempt to fill that void, the research described in these pages was undertaken at the behest of UNESCO General Information Programme. It aimed to provide the organizations of the UN system with data on the impact of their literature on the end user and on the effectiveness of their dissemination and bibliographic control practices.

Methodology

The organizations whose documentation was the subject of the study were:

Food and Agriculture Organization of the United Nations (FAO)

General Agreement on Tariffs and Trade (GATT)

International Atomic Energy Agency (IAEA)

Inter-Governmental Maritime Consultative Organization (IMO)

International Bank for Reconstruction and Development (IBRD, or World Bank)

International Civil Aviation Organization (ICAO)

International Fund for Agricultural Development (IFAD)

International Labour Organisation (ILO)

International Monetary Fund (IMF)

International Telecommunication Union (ITU)

United Nations (UN)

United Nations Educational, Scientific and Cultural Organization (UNESCO)

Universal Postal Union (UPU)

World Health Organization (WHO)

World Intellectual Property Organization (WIPO) and

World Meteorological Organization (WMO)

The research was conducted in three countries, selected to represent different cultural and library tradition. The countries were: Colombia, Malaysia, and Morocco.

A survey of libraries and a survey of users were carried out. The tools of the surveys are:

- a questionnaire to be filled by libraries
- a questionnaire to be filled by users.

The research was carried out by a principal investigator and by local investigators. The latter contributed to the selection of libraries to be surveyed, disseminated and retrieved the questionnaires, and wrote country reports on the investigation.

The questionnaires were sent to selected libraries in the three countries. They include libraries known to receive UN documents, as well as other major libraries. In this way, we attempted to reach all of the libraries having significant collections of UN documents. Major libraries receiving UN documents were sent the library questionnaires to fill and return. In addition, they received copies of the user questionnaire for distribution to patrons requesting UN documents. Other libraries received only the library questionnaire to fill and return. A number of questionnaires were mailed directly to potential users selected from lists of published researchers.

This paper will cover primarily the results of the library survey, with brief comments from the user survey. A comprehensive report is in preparation for submission to UNESCO. Views expressed are those of the investigator and do not necessarily represent those of UN organizations.

Libraries surveyed

A total of 63 libraries were contacted (24 in Colombia, 20 in Malaysia, and 19 in Morocco). There were 52 respondents which represents a rate of return of 82 per cent. Of the 52 respondents, 49 libraries collected documentation of the organizations of the UN system. This represents 94 per cent of the respondents.

Table 1. Libraries polled, by type

( ) = responding libraries not holding UN collections

Type of Library	Colombia		Malaysia		Morocco		Total	
	Contacted	Responding	Contacted	Responding	Contacted	Responding	Contacted	Responding
National	1	1	1	1	1	1	3	3
Academic	11	10	6	4 (1)	6	6	23	21
Public	2	2	4	2	2	(1)	8	5
Research/Special	9	9	9	4	8	7 (1)	26	21
UN offices	1	1	-	-	2	1	3	2
TOTAL	24	23	20	12	19	17	63	52
Percentage of respondents		96		60		89		82
UN collections		23		11		15		49

Acquisition

Sources

The organizations whose documentation is most frequently collected are the United Nations, UNESCO, and FAO. The near totality of responding libraries collect documents of those three organizations. In Malaysia more respondent libraries collect UNESCO documents than UN documents, and in Morocco the publications of the two organizations are collected by the same number of institutions.

In addition to UN, UNESCO, FAO, the publications of ILO, WHO, IMF and the World Bank are all collected by more than 50 per cent of respondent libraries. An unexpected high number (20 or 41 per cent) collect GATT publications. Table 2 gives details of sources of materials collected.

Table 2. Publications collected, by source

Source	Collecting libraries	Per cent
UN	48	98
UNESCO	45	94
FAO	45	94
ILO	40	83
WHO	31	63
IMF	28	57
World Bank	26	53
IAEA	26	53
GATT	20	41
WMO	12	24
WIPO	9	18
ITU	7	14
IFAD	6	12
UPU	6	12
IMO	6	12
ICAO	4	8

Most libraries collect publications of 5 or more organizations. This shows a degree of commitment to international material and probably a synergistic effect on the effectiveness of the collection.

Level

Three levels of acquisition were identified: comprehensive, selective (either by subject or type of document), and occasional.

In most cases, collections are selective by specific subject. FAO and IMF/World Bank publications are acquired most frequently at this level, by approximately 40 per cent of respondents.

UN documents are those collected in most cases at the comprehensive level. Approximately one third of respondents collects UN documents at this level. ILO publications are those most frequently acquired on an occasional basis.

Method

As to the method of acquisition (deposit, purchase, exchange and gift) most libraries indicated they use at least two methods. In the majority of cases, they buy the material and supplement acquisitions by gifts. UNESCO publications are those most often bought (by 37 per cent of respondents). The UN is the most generous with gifts, providing 43 per cent of users with material free of charge. Exchange is not a significant method of acquisition, used only by 6 libraries for 8 institutions (most frequently IAEA and World Bank, with three cases each).

Depositories

Responses showed that there were 41 points of deposit in the countries studied. A total of 9 are by FAO and 7, respectively, by the UN and UNESCO.

Depository status is most often granted the National Library. In Colombia the Biblioteca Nacional is depository for 5 organizations (UN, FAO, IAEA, UNESCO, WHO); in Malaysia, the National Library is depository for 3 (UN, FAO and UNESCO),

and in Morocco, the Bibliotheque Générale for two (UN and UNESCO).

Altogether, 7 organizations have depositories in the three countries studied (UNESCO, FAO, UN, ILO, IAEA, WHO, GATT). ITU, UPU and the IMF and the World Bank maintain no depositories, WIPO and WMO only have regional ones (6 and 5, respectivel Few depositories were set up in the countries surveyed before the mid-sixties. Since it is not customary for an organization to provide a new depository with mater issued before the depository agreement goes into effect, many collections of comprehensive character, as depositories usually are, would appear not to have extensive chronological depth. In the countries studied, older material would be particularly hard to find.

Responses indicate that more or different libraries said they are depositories than the organizations -queried separately - said they have set up.

It is possible that some libraries believe material received as gift is part of a depository arrangement. Possibly material is received because the library is associated with a governmental or non-governmental organization accredited with the sending organization.

The point is that "would be depositories" may not receive all of the materials a real depository gets, and certainly not all the support often provided by an organization to its network of depositories.

On the other hand, organizations do not make readily available, for readers or librarians, lists of their depositories. Such listing can be obtained only on request and are not usually contained in generally available documents.

Most of the respondents indicated that there is one month delay in receiving material on gift; two months in receiving material on deposit or exchange; and three in obtaining material on purchase.

Processing

Maintenance

Most of the respondent libraries in each country, and a total of 29, integrate the documentation of the UN family with their general collection, though about 20 per cent, mostly in Colombia, maintain a separate collection. Just three libraries - all of them in Malaysia - integrate some but not all the documents.

The findings are surprising given the difficulty often reported in the professional literature concerning the integration of parliamentary documentation of international organizations (sale publications present fewer problems).

Almost none of the libraries surveyed has one or more librarians whose sole care is the documentation of the United Nations system. About one fourth have librarians responsible for official publications, including those of the UN system. Over half of the respondents (including three quarters of these in Malaysia) have no special staff to handle the documents collection.

Bibliographic control

Once received, the documents are catalogued by the library. The near totality enters in the main catalogue documents, by subject, 80 per cent by author/issuing source, and 60 per cent by title.

What is usually done by the respondents is that subject, author and title card are made for series of documents rather than individual pieces. This is a practice common in many countries of the world - developed and developing and one that permits in house control of the documentation with a finite effort. Piece by piece cataloguing is now beyond all but the largest issuing organizations - given the large and ever growing output of the UN system (at present estimated at 45,000 pieces a year in English alone). It would also mean a staggering duplication of effort.

Still, duplication exists with so much original work done within each library. The UN Library in Geneva had at one time envisaged the production and dissemination of catalogue cards. The scheme did not materialize. This could

be revised now as a by-product of the electronic storage of cataloging and indexing data done by the major organizations of the system, and would help avoid duplication as well as provide authority and consistency to catalogue work. More widespread Cataloging-in-Publication, now practised by just a few organizations, would also help.

Lists, catalogues and indexes produced by the organizations to announce and provide bibliographic control to their documentation are used "hardly at all" by two thirds of the respondents. The same is true for non-UN produced indexes. About 20 per cent use the catalogues of the organization as an aid in searching and just over 12 per cent (2 libraries in each of the countries surveyed) use them as sole means of identifying and finding UN publications in the library.

Organizations invest substantial resources in their indexes, catalogues and bibliographies -in terms of staff, processing or computer time, and professional philosophy. Bibliographies are designed with care, and changes are weighed carefully.

And yet, if the results of this survey apply as well as to other countries, those indexes and catalogues do not seem to have great impact in the actual retrieval of the documentation. If they reach the librarians physically, they do not reach them in the exercise of their functions.

What are the reasons for this? Librarians list several. A major one is the lack of a single index or catagloue to access publications of all organizations. This was indicated by over 40 per cent of respondents as being a significant or very significant problem in collecting and making available UN documents. What the librarian is faced with is an array of indexes with different coverage, format, language, frequency - all to be identified, obtained and maintained separately - obviously not a cost effective investment in human resources when collections are not extensive.

The organizations have striven since their beginning to produce such as single multiagency index, and succeeded - from 1950 to 1962 - with the United Nations Documents Index. Compiled by the Dag Hammarskjold Library at UN Headquarters, in co-operation with a number of organizations, it did a good job of providing a single entry point to the documentation of the system.

This effort was discontinued because the increase in volume of the documentation demanded resources for its bibliographic coverage that could not at the time be commanded either by UN or other organizations of the system. Their move in recent years towards computerized bibliographic systems based in international standards such as CDS/ISIS and UNBIS paves the way towards the provision of a common index product from different data bases. And certainly few measures will do more to make easier the use of the documentation than that one.

The language of the indexes is another major obstacle to their use. About one third of respondents state that the lack of indexes in the language of the users, or of the documents collected by the library, is a serious hindrance. (Documents are usually issued in several languages, most frequently English, French and Spanish - but also Arabic, Chinese, German and Russian). It is mostly sales catalogues, covering printed and priced publications, that are issued in more than one language version - usually English, French and Spanish. Indexes or bibliographies are usually monolingual, and especially English. This puts non-English readers at a serious disadvantage.

Delays in the publication of indexes, accompanied by the postal and supply delays noted for the documentation as whole, are another cause of difficulty.

Access to on-line bibliographic data bases covering the documentation could offset this problem, and users are quick to point that they very much would welcome being granted such access. The ILO data base (LABORDOC) is online with SDC. Others are available for searching on demand at the Headquarters of the producing organizations or in selected governmental agencies such as the International Development Research Centre in Ottawa, Canada. But it is local, national access that is needed and sought and this would require a significant effort both on the part of the countries concerned and the organizations in setting up appropriate communication links or local centres to load and search data bases on line.

Last but not least, a significant cause of discomfort is that the indexes are found not to cover all the documentation issued by an organization. This may be due to difficulty in presentation and use of the indexes (in other words, the documents are covered but they are difficult to locate) though librarians have not listed this as a significant obstacle. In any case, it is true that not all of the bibliographic tools cover all materials issued that would fall within their scope despite the best efforts to provide comprehensive coverage.

It is enough to mention materials for public information, or the many valuable newsletters issued by the organizations, which often carry original material not available in official documents or anywhere else. These are often not included in bibliographic tools. Materials published away from Headquarters cannot always be tracked down by the indexing and abstracting bodies of the very organizations which issue the material.

Increasing the availability and access of bibliographic information is one task the Organization may wish to undertake with priority in this area.

Access

Users

Data on the accessibility of the documentation of the United Nations system are contained in Table 3. Respondents were allowed to use more than one category.

Most commonly, the collection is made available to members of the institution housing it, with access and use being extended also to researchers and occasionally students of other institutions. As many of the collections are housed in research institutions to begin with, researchers appear to be in a favored position to use the documentation.

Table 3. Accessibility of UN documents

	Colombia	Malaysia	Morocco	Total
To the general public	10	5	3	18
Only to members of the public who can show a special interest	3	2	2	7
To members of own institutions	8	6	9	23
To students/researchers of other institutions	3	4	8	15
	24	17	22	63

The user study shows that it is indeed researchers that most frequently need and seek access to international documentation.

About one third of respondents make their collection available to the general public - but no special measures are taken to make known the existence or arrangement of the material, beyond entries in the catalogue.

Nearly one third of the libraries returning the questionnaire omitted to reply to a question on methods to publicize the collection and of the 35 that replied only a handful post announcements in the library or include mention of UN materials in their guides to the library's services. Even fewer make announcements in the local media (these are usually libraries of the United Nations Information Centres in the countries polled) and none posts announcements in other local libraries. No written guides to the use of the collection were reported, except by one respondent - who omitted to make the guide available to the investigator.

Despite the limited encouragement or ease of use, the documentation is used. University-related users account for over two thirds of them. Table 4 presents the responses to a question requesting that categories users be identified and ranked as to whether they are the most frequent group of users, the next most frequent and so on. Students are listed by Colombia as the group most frequently using the material; most Moroccan libraries list academics as the most frequent users; and it is a tie between these two groups in Malaysia, which may reflect quite accurately the substance of the matter.

Professionals are a noticeable third group of users only in Colombia and are not very significant users elsewhere. Government officials lag behind and use by business people are practically nonexistent in all three countries.

Table 4. Ranking of User Group

User Groups	Most Frequent User				2nd Most Frequent				3rd Most Frequent				Total
	CO	MA	MO	T	CO	MA	MO	T	CO	MA	MO	T	
Students	10	3	5	18	3	3	5	11	4	-	2	6	35
Academics	3	3	6	12	7	4	5	16	3	4	1	8	36
Professionals	2	2	2	6	6	2	1	9	8	1	4	13	28
Business People	-	-	-	-	-	1	-	1	-	-	2	2	3
Government Officials	3	2	3	8	-	1	-	1	-	3	1	4	13
No reply	-	-	-	-	-	-	-	-	-	-	-	-	1

Legend: CO - Colombia

MA - Malaysia

MO - Morocco

T - Total

The limited use by government officials is an interesting finding. At least in the intention of the issuing institutions, the larger portion of international documentation is produced for governments and their use. Much of it reaches directly the specific government offices which is to act on it (e.g. Offices of Foreign Ministries and Missions) and it is used there without the intermediary of libraries. But not all of the documentation is distributed through these channels and one wonders whether government officials do not need, in their work, reference works such as statisticals yearbooks, indexes or legislative compilations usually distributed only to libraries, or older material no longer available in office files, or documents of other organizations than those normally providing them with documentation.

If so, where do they get them?

How come there is so little accounted use?

If not, if he does not need or want additional documentation - is this because the information in international documentation is too abundant to be absorbed? Or because it is redundant or because it is irrelevant? Is it because he is not aware of it? Is it because it is hard to locate?

What should be done to help officials become aware of the documentation?

Use of the documentation by government officials is an area that deserves further investigation.

Whatever the reply to the questions above, they should be taken into account by the Organizations in drafting or redrafting a publication and distribution policy.

Use

Data on organizational sources of the documentation is presented in Table 5. It ranks the organizations whose documentation is most frequently used. While one would expect the UN to be the first in use, in parallel to its large number of collections in the field, it is UNESCO which comes out ahead, being most frequently used both in Colombia and in Morocco (though there in as many libraries as the UN).

Table 5. Use of UN documentation by source

	Most Frequently Used				2nd Most Frequent				3rd Most Frequent				Total
	CO	MA	MO	T	CO	MA	MO	T	CO	MA	MO	T	
UN	2	3	6	11	5	2	4	11	4	2	3	9	31
FAO	1	4	1	6	3	1	1	5	4	2	3	9	20
IAEA	-	2	-	2	-	1	-	1	1	1	-	2	5
World Bank/ IMF	1	3	5	9	-	3	2	5	1	-	3	4	18
ILO	2	-	-	2	-	-	-	-	3	-	1	4	6
UNESCO	6	3	6	15	6	1	1	8	-	4	3	7	30
WHO	4	1	-	5	1	1	2	4	2	-	1	3	12

It appears that where UNESCO publications are collected and used, they are used intensively. UN and UNESCO materials both are used in a large number of institutions (nearly two thirds of respondents). FAO, World Bank and IMF materials follow. Others are not as intensively used. The patterns of use would suggest a strategy of strengthening UNESCO collections where they exist to support what appears to be in depth research.

A different strategy could be mapped for the UN, the widespread but light use of whose material suggests reference purposes. In that case, the Organization should make sure that basic materials (yearbooks, directories, bibliographies compilations) are available as widely as possible.

A similar pattern emerges from a survey of the use of the documentation by subject. Economic topics are indicated by most libraries as being the primary topic in about one fourth of responding library but it social topics that are consulted in a slight larger number of libraries, though not as primary topic. The difference however is so slight as not to be statistically significant.

Statistics - as a form as well as a subject - is the next area of frequent consultation and not surprisingly, considering the important statistical activities of the UN in the general, demographic, trade and energy fields, UNESCO in culture and education, and the World Bank and IMF in finance and economy.

Legal and political topics were among the least consulted, below scientific and educational ones. This is surprising given the extensive codification and treaty publication activity of the UN and the Specialized Agencies and the fact that so much of the parliamentary documentation of the UN deals with political topics. This is what largely forms part of the UN official records, so painstakingly assembled, edited, printed and distributed. And yet, there is little evidence of use in general access library.

If it is used, it must be used mostly by those policy makers and government officials whose involvement with the documentation is so elusive to determine. Clearly what interests users in the field most is information relevant to development issues.

Inter-library loan

Once the material has been located, can it be borrowed or obtained in inter-library loan? Here, national differences of approach show. Colombian and Malaysian libraries lend generously, Moroccan only to special categories, usually research staff. In general, students can use but not borrow from the collection. Inter-library loans is little practised.

As many as two thirds of respondents in Colombia and Morocco and more than half in Malaysia indicated they do not use this method of making the material available.

Of the 14 respondent libraries that use inter-library loan, 8 indicated a rather low rate of requests satisfied, only 10 to 20 per cent, and a turnabout time of about a month to obtain material requested. They claim they identify and dispatch items requested from them within a week of request, which suggest that postal time may account for the rest of the time needed to complete a transaction. Indeed, respondents state that the main causes of difficulty in borrowing UN documents are long postal delays and incomplete knowledge of other UN collections. Comments acknowledge also a certain reluctance to lend. The most active lenders are the United Nations Information Centres in Colombia and Morocco which, as holder of the extensive collection, seldom have the need to borrow. Among other libraries, there is an unwritten arrangement to extend lending privileges to institutions in the same city and working closely together.

Responses suggest that the volume of the operation is limited and that is not closely controlled, with few statistics kept.

The negative attitude to inter-library loan has roots in the library tradition of a country and changes are likely to occur slowly. The UN system could enhance availability of its documentation on inter-library loan among participating institutions by making available to major libraries lists of their depositories. Depository status usually carries with it the requirement that material be made available generally beyond the immediate institutional constituency. Also, Organizations could support the compilation of Union lists by issuing agency and broad documentary group for country-wide use.

Conclusion

To conclude, what picture do we get from this pilot survey of availability and use of the documentation of the UN system?

There is a substantial use spread in major research libraries. There is a group of depository libraries, often not very well aware of their own entitlements, rights and duties and of each other existence. There is a generous attitude of the Organization to give freely, but not as much action in helping make the material usable and useful through providing proper tools for access and training. On the whole, there is little communication.

And yet, the elements for a solution are at hand. There is a network of UN Information Centres, with significant collections, the ability to handle them, and links to the local user and library groups.

There are libraries willing to accept depository status, its benefits and burdens. There are data bases and communication infrastructure. There are experts at Headquarters. The elements must be fused to present a solution to the use of the documentation. Otherwise, the resources and effort spent in producing and disseminating the material for local use will be thwarted by the lack of a final effort in organization and communication.

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Division: Services and Collections

Section: Official Publications

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Amtliche Veröffentlichungen in der Bundesrepublik Deutschland

von

Siegfried Detemple

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IFLA - Kongress, München 22.-26. August 1983

Die Bibliotheken in der technologischen Welt

" Amtliche Veröffentlichungen in der Bundesrepublik Deutschland "

Von Siegfried Detemple, Bibliotheksoberrat in der Abteilung Amtsdruckschriften und Tausch der Staatsbibliothek Preußischer Kulturbesitz, Berlin.

Zusammenfassung

Die Veröffentlichungstätigkeit von Regierungen und Behörden der Bundesrepublik Deutschland wird dargestellt im Zusammenhang mit der politischen Entwicklung und politischen Kultur des Landes. Neben den wenigen bestehenden gesetzlichen Regelungen für amtliche Veröffentlichung werden Art und Umfang der Veröffentlichungstätigkeit der amtlichen Körperschaften beschrieben. An Hand eines Urteils des Bundesverfassungsgerichts über die Öffentlichkeitsarbeit der Bundesregierung wird gezeigt, welche Bedeutung und Aufgabe der amtlichen Veröffentlichungstätigkeit in der Bundesrepublik zukommt.

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Nach der bedingungslosen Kapitulation der Deutschen Wehrmacht am 8. Mai 1945 und vierjähriger Besatzung durch die alliierten Truppen wurde am 23.Mai 1949 im westlichen Teil Deutschlands durch die Verkündung einer vorläufigen Verfassung, des Grundgesetzes, ein neuer Staat gegründet, die Bundesrepublik Deutschland. Nach Artikel 20 dieses Grundgesetzes ist sie ein demokratischer und sozialer Bundesstaat. Die Ausübung der staatlichen Befugnisse und der staatlichen Aufgaben ist zwischen Bund und Ländern in einem komplizierten Verhältnis aufgeteilt. Schon des öfteren mußten Kompetenzstreitigkeiten zwischen ihnen vom Bundesverfassungsgericht geklärt werden. Angelegenheiten örtlicher Gemeinschaften werden in den Bundesländern im Rahmen der Gesetze in eigener Verantwortung durch Landkreise und Gemeinden geregelt.

Auf allen diesen Ebenen staatlicher Organisation standen in den ersten Jahren der Bundesrepublik im Vordergrund die Beseitigung der Kriegsschäden, der Aufbau eines neuen Wirtschaftssystems, die Eingliederung in das westliche Verteidigungssystem und der Aufbau einer demokratischen politischen Kultur nach anglo-amerikanischem Vorbild.
Ein wichtiges Merkmal dieser neuen politischen Kultur besteht darin, daß im Gegensatz zur Republik von Weimar, in deren Verfassung die politischen Parteien gar nicht genannt wurden, das Grundgesetz in Artikel 21 festlegt: " Die Parteien wirken bei der politischen Willensbildung des Volkes mit." In der Verfassungswirklichkeit der Bundesrepublik hat dies um Typus

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des Parteienstaates geführt:
Die Parteien fassen die politischen Meinungen der Bevölkerung zusammen, indem sie ihre Programme zur Wahl stellen; und die Mehrheitsparteien in den Parlamenten tragen ihre jeweiligen Regierungen. Diese wiederum versuchen, bei der Erfüllung der staatlichen Aufgaben, die Programme ihrer Parteien zu verwirklichen. Wollen sie über die Wahlperioden hinweg ihre Macht erhalten, müssen sie ihre Entscheidungen, Gesetze und Verordnungen rechtfertigen, und zwar nicht nur gegenüber der Bevölkerung, sondern auch gegenüber ihren eigenen sie tragenden Parteien. Diese Rechtfertigung des Machterhalts ist eine der Quellen für die reichhaltige Veröffentlichungstätigkeit der Bundes- und Landesregierungen in der Bundesrepublik Deutschland.

Ein anderer wesentlicher Grundzug der politischen Kultur der Bundesrepublik ist eine unmittelbare Folge der Niederlage Deutschlands im zweiten Weltkrieg: Nach zwölf Jahren faschistischer Herrschaft, die von der Mehrheit der Bevölkerung getragen wurde, hielten die Alliierten Siegermächte eine "Reeducation" für notwendig, eine erneute Erziehung der deutschen Bevölkerung zu Demokratie und Republik. Im westlichen Teil Deutschlands bedeutete das, daß für die tragenden Gedanken des Grundgesetzes ein breiter Konsens in der Bevölkerung hergestellt werden mußte. Die Mittel dazu waren: Gründung von Zentralstellen für politische Bildung in Bund und Ländern, politische Bildung in den Schulen und eine breite Öffentlichkeitsarbeit der Regierungen über alle Aktivitäten des neuen demokratischen Staates.

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Angesichts dieser historischen Entwicklung muß die Feststellung, daß es in der Bundesrepublik Deutschland kaum eine gesetzliche Regelung dieser Öffentlichkeitsarbeit gibt, zunächst verwundern. Es ist lediglich in Artikel 82 des Grundgesetzes festgelegt, daß die Gesetze und Verordnungen im Bundesgesetzblatt zu verkünden sind.Die Verfassungen der Länder enthalten ähnliche Regelungen. Die gemeinsame Geschäftsordnung der Bundesministerien (GGO) schreibt vor, daß alle Gesetze und bestimmte Verordnungen im Bundesgesetzblatt, andere Verordnungen im Bundesanzeiger, und die nur an die Behörden gerichteten Anordnungen in den Amtsblättern der Ministerien zu veröffentlichen sind.[2] Die Parlamente verhandeln in der Bundesrepublik öffentlich, nicht immer jedoch ihre Ausschüsse.[3] Die Geschäftsordnungen schreiben vor, daß stenographische Berichte anzufertigen sind, sagen aber nichts darüber, wie sie veröffentlicht werden sollen.[4] Von beauftragten Verlagen sind sie durch Kauf zu erwerben; an einige Bibliotheken werden sie kostenlos abgegeben. Sitzungsberichte öffentlicher Sitzungen der Gemeindevertretungen liegen bei den Gemeindeverwaltungen für jeden Bürger zur Einsicht offen.[5]

Diese wenigen positiven Regelungen erlauben es allen amtlichen Körperschaften, ihre Öffentlichkeitsarbeit frei zu gestalten, und es hat natürlich vom Beginn der Bundesrepublik an eine reiche Veröffentlichungstätigkeit gegeben: In Ausführung der Gesetze und Verordnungen entstanden in den Bundes- und Länderministerien und in den Gemeinden Verzeichnisse, Vorschriftensammlungen, Handbücher, laufende Berichte und Berichte über einzelne Projekte. Es wurden Forschungsanstalten begründet, die ständig Ergebnisse veröffentlichen; Körperschaften und

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Stiftungen des öffentlichen Rechts wollen ihre Arbeit vor der Öffentlichkeit dokumentieren.

Nach Ablösung der bis dahin regierenden CDU durch die sozial-liberale Regierung Brandt/Scheel Ende der sechziger Jahre wurden energische Anstrengungen unternommen, die wissenschaftliche und technologische Lücke zu den Vereinigten Staaten zu schließen. Es entstanden von Bund und Ländern gemeinsam getragene Großforschungseinrichtungen, die heute eine Fülle von Forschungsergebnissen herausgeben. Zu den vorhandenen Hochschulen, die in der Bundesrepublik fast alle staatliche Einrichtungen der Länder sind, wurde eine ganze Reihe von Hochschulen neu gegründet, die neue Forschungsberichte und wissenschaftliche Reihen veröffentlichen. Von der durch die sozial-liberale Politik betriebenen Erhöhung der Staatsausgaben profitierten schließlich auch die kulturellen Einrichtungen, die Theater, Museen, Bibliotheken und Archive, ebenfalls überwiegend Einrichtungen der Länder und Gemeinden. Die Veröffentlichung von Ausstellungskatalogen, Bibliothekskatalogen, Archivrepertorien und museumspädagogischen Materialien stieg mehr und mehr an. In der Nationalbibliographie der Bundesrepublik, der Deutschen Bibliographie, wurden im Jahre 1982 etwa 62 000 Neuerscheinungen angezeigt: etwa 18 000 davon sind von amtlichen Körperschaften herausgegeben; das sind 29 % der gesamten Literaturproduktion des Landes. Mehr als 10 000 dieser Veröffentlichungen werden über Verlage angeboten, die übrigen werden größtenteils von den amtlichen Körperschaften selbst verkauft; ein kleinerer Teil wird kostenlos abgegeben. Wie hoch die Zahl der von amtlichen Körperschaften stammenden Veröffentlichungen wirklich ist, ist nicht bekannt. Es wird geschätzt, daß etwa 30 % nicht an die Deutsche Bibliothek

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als Pflichtexemplar abgegeben werden.- Die Kosten für diese umfangreiche amtliche Veröffentlichungstätigkeit sind schwer festzustellen, da die entsprechenden Ausgaben in den Haushaltsplänen nicht einzeln aufgeführt werden. Eine weitere nicht abzuschätzende Zahl von Veröffentlichungen wird außerdem durch verstärkte staatliche Förderung privater Forschung und Entwicklung ermöglicht.

Seit Mitte der siebziger Jahre sahen sich die sozialliberalen Bundes - und Länderregierungen einer so starken konservativen Opposition gegenüber, daß sie gezwungen waren, ihre Politik vor der Bevölkerung noch ausführlicher darzulegen. Im Bundestagswahlkampf 1976 weitete die Regierung Schmidt/Genscher ihre Informationstätigkeit so sehr aus, daß die CDU / CSU-Opposition den der Regierung bei ihrer Öffentlichkeitsarbeit zuzubilligenden Spielraum überschritten sah und Klage beim Bundesverfassungsgericht erhob. Das Urteil des Gerichts vom 2. März 1977 enthält erstmals in der Geschichte der Bundesrepublik verbindliche Äußerungen über Sinn und Grenzen der Veröffentlichungstätigkeit der Regierung.

Es erklärt das Vorgehen der Regierung im Bundestagswahlkampf 1976 für verfassungswidrig, weil sie " durch Anzeigen, Faltblätter und sonstige Publikationen werbend in den Wahlkampf eingegriffen hat." [6] Öffentlichkeitsarbeit sei nur zulässig, soweit sie sich im Rahmen des vom Grundgesetz der Bundesregierung zugewiesenen Aufgaben- und Zuständigkeitsbereiches " halte, d.h. die Kompetenzen der Länder berücksichtige und " sachverantwortlich gegenüber dem ganzen Volk und Parlament " handle: " Grundsätzlich läßt sich sagen, daß die Öffentlichkeitsarbeit der Regierung dort ihre Grenze findet, wo die Wahlwerbung beginnt."

6(9)

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Eine solche rein negative Bestimmung der Grenze der Öffentlichkeitsarbeit gibt natürlich noch keinen positiven Hinweis auf deren Sinn und erforderlichen Umfang. Das Gericht hat daher in allgemeinen Erläuterungen zum Urteil ausgeführt: " Öffentlichkeitsarbeit von Regierungen und gesetzgebenden Körperschaften ist in Grenzen .... notwendig. Die Demokratie des Grundgesetzes bedarf .... eines weitgehenden Einverständnisses der Bürger mit der vom Grundgesetz geschaffenen Staatsordnung. Dieser Grundkonsens wird von dem Bewußtsein der Bürger getragen, daß der vom Grundgesetz verfaßte Staat dem Einzelnen .... einen weiten Freiheitsraum zur Entfaltung im privaten wie im öffentlichen Bereich offenhält und gewährleistet. Diesen Grundkonsens lebendig zu erhalten, ist Aufgabe staatlicher Öffentlichkeitsarbeit." [7] Die Teilnahme der Bürger am öffentlichen Leben setzt nach Meinung des Bundesverfassungsgerichts voraus " ,daß der Einzelne von den zu entscheidenden Sachfragen, von den durch die verfaßten Staatsorgane getroffenen Entscheidungen, Maßnahmen und Lösungsvorschlägen genügend weiß, um sie zu beurteilen, billigen und verwerfen zu können.... Je mehr der Einzelne .... zur eigenen Beurteilung aufgerufen wird, um so leichter wird es ihm, den vom Grundgesetz verfaßten Staat, der ihm diese Möglichkeit eröffnet, als seinen Staat anzunehmen. " Öffentlichkeitsarbeit sei gerade dann besonders wichtig, wenn es gelte, unpopuläre Maßnahmen der Regierung zu erklären oder Gesetze von hoher Technizität allgemein verständlich zu erläutern.

Es gibt in der Bundesrepublik Deutschland bekanntlich kein Gesetz über den freien Zugang der Bürger zu Regierungsdokumenten, aber dieses normensetzende Urteil

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des Bundesverfassungsgerichtes macht doch überaus klar, daß es in Verwirklichung der Verfassung notwendig ist, die Bürger möglichst umfassend durch Veröffentlichungen seitens der Regierungen und Behörden zu informieren und ihnen auf diesem Wege den Zugang zu den Absichten und Plänen der Regierung zu eröffnen. Allerdings müssen die Veröffentlichungen dann ja auch für die Bürger verfügbar gehalten werden. Dies geschieht in der Bundesrepublik auf folgende Weise: Veröffentlichungen über Verlage können natürlich wie alle Bücher und Zeitschriften von den einzelnen Bürgern und den Bibliotheken über den Buchhandel bezogen werden. Sind die Herausgeber amtliche Körperschaften, dann sind Pflichtexemplare an die Deutsche Bibliothek in Frankfurt, die Bibliothek des Deutschen Bundestages in Bonn, die Staatsbibliothek Preußischer Kulturbesitz in Berlin und die Bayerische Staatsbibliothek in München abzugeben. Die Veröffentlichungen sollten daher mindestens in diesen Bibliotheken vollständig verfügbar sein. Die Staatsbibliothek Preußischer Kulturbesitz in Berlin und die Bayerische Staatsbibliothek verleihen die Veröffentlichungen im Rahmen des staatlich geregelten Leihverkehrs der deutschen Bibliotheken, die Deutsche Bibliothek nur, wenn eine Veröffentlichung in anderen Bibliotheken der Bundesrepublik nicht vorhanden ist. In der Deutschen Bibliothek in Frankfurt selbst sind die Veröffentlichungen zur Benutzung innerhalb der Bibliothek erhältlich.
Die Pflichtexemplarerlasse der Bundesländer ordnen zusätzlich an, daß die amtlichen Veröffentlichungen ihrer Ämter und Behörden an bestimmte landeseigene Bibliotheken abzugeben sind.

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Kostenlos abgegebene Veröffentlichungen müssen bei den herausgebenden Ämtern und Behörden erbeten werden. Im Bereich des Bundes sind sie teilweise auch erhältlich vom Presse - und Informationsamt der Bundesregierung und von der Bundeszentrale für politische Bildung. Auch für diese Veröffentlichungen gilt das eben erwähnte Pflichtexemplarrecht.
Ob nun aber, und in welcher Weise die amtlichen Veröffentlichungen in der Bundesrepublik von der Bevölkerung auch zur Kenntnis genommen und verwertet werden, darüber müssen verläßliche Erkenntnisse noch gewonnen werden. Artikel 5 des Grundgesetzes sichert zwar jedem Bürger der Bundesrepublik das Recht, " sich aus allgemein zugänglichen Quellen ungehindert zu unterrichten ", eine Pflicht, dies zu tun, kann eine liberale Verfassung niemandem auferlegen.
Über die Verfassung hinaus gibt es nur noch moralische Verpflichtungen.

Anmerkungen

1 Grundgesetz (GG) Art. 28.

2 vgl. GG) II §§ 86, 87.

3 für Bundestag und Bundesrat vgl. GG Art. 42 (1) und Art. 52 (3).

4 vgl. Geschäftsordnung des Deutschen Bundestages (GOBT) § 116; Geschäftsordnung des Bundesrates (GOBR) § 34.

5 Geregelt durch die Gemeindeordnungen der Länder.

6 Entscheidungen des Bundesverfassungsgerichts, 44,1977,S.127.

7 ebenda S. 147.

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